

Message Text

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FOR DEA

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QUOTE

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SUBJECT: PROCEDURAL GUIDANCE FOR THE FY 1977-80
NARCOTICS ASSESSMENT AND STRATEGY PAPER AND
THE FY 1977-78 NARCOTICS BUDGET REQUEST

1. SUMMARY
THE NARCOTICS CONTROL ASSISTANCE PROGRAM (NCAP) FORMAT OF
PAST YEARS HAS BEEN REVISED TO MAKE IT A MULTI-YEAR
DOCUMENT WHICH SETS FORTH THE RATIONALE FOR ALL USG BI-
LATERAL NARCOTICS CONTROL ACTIVITIES. IT WILL BE SUPPLE-
MENTED AND UPDATED ANNUALLY BY THE NCAP BUDGET ANNEX
CONTAINING DETAILED BUDGET DATA FOR USE IN THE FUNDS PRO-
GRAMMING PROCESS AND THE CONGRESSIONAL PRESENTATION. THIS
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YEAR BOTH DOCUMENTS ARE REQUIRED IN THE DEPARTMENT BY
JULY 30. THEREAFTER, THE NCAP WILL BE REVISED AS
CONDITIONS WARRANT BUT NOT, NECESSARILY AS PART OF THE
ANNUAL BUDGET CYCLE. THIS MESSAGE PROVIDES GUIDANCE ON

PREPARATION AND SUBMISSION OF THE FY 1977-80 NCAP.
GUIDANCE ON PREPARATION OF THE FY 1978 NARCOTICS CONTROL

ASSISTANCE BUDGET ANNEX IS BEING POUCHED SEPARATELY.

2. INTRODUCTION

PRESIDENT FORD'S APRIL 27 MESSAGE TO CONGRESS ON DRUG

ABUSE DECLARED THE RAPIDLY RISING RATE OF DRUG ABUSE IN THE UNITED STATES "A CLEAR AND PRESENT THREAT TO THE HEALTH AND FUTURE OF OUR NATION." THE PRESIDENTIAL MESSAGE CALLS FOR NEW LEGISLATION TO CURB TRAFFICKING IN THE U.S. AND INTENSIFIED DIPLOMATIC EFFORTS ABROAD TO ENCOURAGE THE GREATEST POSSIBLE COMMITMENT FROM OTHER GOVERNMENTS TO THIS INTERNATIONAL PROBLEM. IT PLEDGES TECHNICAL AND EQUIPMENT ASSISTANCE ALONG WITH COOPERATIVE ENFORCEMENT EFFORTS TO STRENGTHEN FOREIGN DRUG CONTROL ORGANIZATIONS.

THE U.S. WILL CONTINUE TO STRESS THE BUILDING OF ENFORCEMENT INSTITUTIONS AND A SYSTEM OF INTERNATIONAL TREATIES AND AGREEMENTS TO STRENGTHEN THE LEGAL FRAMEWORK FOR AN INTERNATIONAL RESPONSE TO THE DRUG PROBLEM. RECOGNIZING THAT THE INTERNATIONAL BATTLE FOR EFFECTIVE CONTROL OF NARCOTICS WILL BE A LONG AND COMPLEX STRUGGLE, THE AGENCIES COMPRISING THE CABINET COMMITTEE ON INTERNATIONAL NARCOTICS CONTROL (CCINC) ARE INDIVIDUALLY AND JOINTLY INVOLVED IN EFFORTS TO RESHAPE AND STRENGTHEN THEIR INTERNATIONAL OPERATIONS. THE FORMAT AND CONTENT OF THE NCAP IS BEING REVISED TO STRESS THE LONG-TERM NATURE OF OUR EFFORTS AND THE NEED TO CAREFULLY ARTICULATE THE EXPERTISE AND RESOURCES OF ALL USG AGENCIES IN-COUNTRY IN SUPPORT OF THIS EFFORT.

3. NARCOTICS CONTROL ASSISTANCE PROGRAM

THE NCAP IS THE MAJOR POLICY DOCUMENT FOR ALL USG BILATERAL NARCOTICS ACTIVITIES, AND WILL BE SUBJECT TO INTER-LIMITED OFFICIAL USE
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AGENCY REVIEW BY THE CCINC REGIONAL SUBCOMMITTEES. IT IS THE PRODUCT OF AN ANALYTIC PROCESS WHICH LOOKS AT U.S. BILATERAL NARCOTICS INTERESTS IN JUNCTA POSITION TO THE TOTAL NARCOTICS AMBIANCE IN EACH COUNTRY; SETS FORTH A STRATEGY FOR MODIFYING THAT AMBIANCE IN ACCORDANCE WITH USG INTEREST; IDENTIFIES VIABLE PROGRAM OBJECTIVES TO EFFECT THAT STRATEGY AND DESCRIBES AND QUANTIFIES THE RESOURCES WHICH WILL BE REQUIRED OF USG AND THE HOST COUNTRY TO EXECUTE THE PROGRAM. IT IS HOPED THAT THIS PROCESS WILL GENERATE A FRANK DIALOGUE WITHIN THE COUNTRY MISSION, AND HERE IN WASHINGTON, AS TO WHAT IS AND WHAT IS NOT POSSIBLE, WHAT CAN AND CANNOT BE EXPECTED AND WHAT

IT 'ILL "COST" THE 'SG IN TERMS OF OTHER INTERESTS, IN
TERMS OF THE OTHER "MISSIONS" OF THE AGENCIES AT POST,
AND THE HUMAN RESOURCES AND FINANCIAL REQUIREMENTS TO
OBTAIN VARIOUS RANGES OF POLICY OBJECTIVES.

A. STATEMENT OF US NARCOTICS INTEREST - IN THE
BROADEST SENSE, US INTEREST IS TO STEM AND EVENTUALLY STOP
THE FLOW OF ILLICIT DRUGS TO THE U.S. OUR IMMEDIATE AND
SPECIFIC NARCOTICS INTEREST IN EACH COUNTRY IS:
BOLIVIA: SHORT TERM -SEVERELY CURTAIL ILLICIT EXPORT
OF BOLIVIA COCAINE. LONG TERM - REDUCTION OF COCA
PRODUCTION TO THAT REQUIRED FOR INTERNAL USE AND
LEGITIMATE DRUG MANUFACTURE.

COLOMBIA: STOP INTERNATIONAL TRAFFICKING OF COCAINE
THROUGH COLOMBIA.

ECUADOR: SHORT TERM - SEVERELY CURTAIL ILLICIT TRAF-
FICKING OF COCAINE.

MEXICO: ELIMINATE OPIUM PRODUCTION. SEVERELY CURTAIL
FLOW OF ILLICIT DRUGS FROM MEXICO INTO THE U.S.
THROUGH LAW ENFORCEMENT.

PERU: SHORT TERM - SEVERELY CURTAIL ILLICIT EXPORT
OF COCAINE. LONG TERM - REDUCTION OF COCA PRODUCTION
TO THAT REQUIRED FOR INTERNAL USE AND LEGITIMATE DRUG
MANUFACTURE.

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PAKISTAN: SHORT TERM - SEVERELY CURTAIL INTERNATIONAL
EXPORT OF MORPHINE AND HEROIN PRODUCTS. LONG TERM -
OPIUM PRODUCTION REDUCED TO LEVELS REQUIRED FOR LEGAL
INTERNAL USE.

BURMA: SHORT TERM - SEVERELY CURTAIL AMOUNT OF OPIUM
AND OPIUM PRODUCTS ENTERING ILLICIT INTERNATIONAL
TRADE THROUGH ENFORCEMENT ACTION AIMED AT TRAFFICKERS.
LONG TERM - OPIUM PRODUCTION REDUCED TO LEVELS RE-
QUIRED FOR INTERNAL USE.

THAILAND: STOP INTERNATIONAL TRAFFICKING THROUGH
THAILAND.

MALAYSIA: STOP INTERNATIONAL TRAFFICKING THROUGH
MALAYSIA.

B. ANALYSIS OF COUNTRY NARCOTICS ENVIRONMENT - THE
PURPOSE OF THI" SECTION IS TO ANALY;E THE PRODUCTION OF
NARCOTICS, THE NATURE OF DRUG USE BY THE PEOPLE OF THE

COUNTRY AND THE INTERNAL AND INTERNATIONAL TRAFFICKING OF ILLICIT DRUGS. THE MISSION IS REQUESTED TO ADDRESS THE FOLLOWING SUBJECTS IN SUFFICIENT DETAIL THAT A PERSON UNACQUAINTED WITH THE COUNTRY COULD UNDERSTAND THE NECESSITY FOR THE U.S. NARCOTICS PROGRAM AND THE FACTORS FAVORING OR OPPOSING ACHIEVEMENT OF THE U.S. NARCOTICS INTEREST.

(1) DRUG PRODUCTION - WHAT DRUGS ARE PRODUCED, WHERE AND BY WHOM? WHAT ARE THE ECONOMIC, SOCIAL, CULTURAL, HISTORIC BACKGROUND AND IMPLICATIONS OF THIS PRODUCTION? HOW IMPORTANT IS DRUG PRODUCTION TO THE ECONOMIC WELL BEING OF THE PRODUCERS AND THE NATION, AND WHAT ECONOMIC ALTERNATIVES TO DRUG PRODUCTION ARE APPARENT AT THIS TIME?

(2) DRUG USE - WHO USES THE DRUGS PRODUCED DOMESTICALLY OR OBTAINED EXTERNALLY? WHAT IS PATTERN OF USE -- EXPERIMENTAL, SPORADIC, REGULAR OR COMPULSIVE AND WHAT TYPE OF SOCIAL PROBLEMS ARE RELATED TO THIS USE? HOW MUCH OF THIS USAGE IS LICIT, I.E., SOCIALLY, CULTURALLY, LIMITED OFFICIAL USE
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POLITICALLY PERMISSIBLE/CONDONED? HOW MUCH IS ILLICIT? WHAT ARE THE USAGE TRENDS AMONG AGE, SEX, ECONOMIC OR SOCIAL CLASSES OR GROUPS AND HOW CAN THIS USAGE TREND BE MODIFIED, REVERSED OR DIVERTED? IF TRENDS ARE POORLY DESCRIBED OR UNDERSTOOD IN COUNTRY, WHAT STEPS NEED TO BE TAKEN TO CLARIFY THEM? ARE ANY DRUGS ABUSED IN THE HOST

COUNTRY WHICH SHOULD BE CONSIDERED FOR INTERNATIONAL CONTROL? HIGHEST PRIORITY SHOULD BE GIVEN TO DRUGS WHICH ARE ALSO A PROBLEM IN OTHER COUNTRIES AND THE U.S. AS WELL.

(3) DRUG MARKETING - HOW ARE DRUGS PROVIDED TO THE DOMESTIC USER? HOW DOES IT MOVE FROM THE FIELD TO THE ULTIMATE USER? WHAT ARE THE MARKETING PATTERNS AND SYSTEMS INTERNALLY, TO THE US AND THIRD COUNTRIES, WHO IS INVOLVED, HOW ARE THEY ORGANIZED, E.G., HOW VERTICALLY INTEGRATED IS THE MARKET STRUCTURE? WHAT ARE THEIR SOCIAL, ECONOMIC, POLITICAL POWER BASES? HOW AND WHERE CAN THEY BE ATTACKED?

(4) LEGAL - HOW IS DRUG PRODUCTION, MARKETING AND USE REGULATED? HOW "GOOD" ARE THE LAWS? HOW IS REGULATION CARRIED OUT? DOES IT EXTEND TO FARMS/FACTORIES, DISTRIBUTION CHANNELS, PHARMACIES, ETC?

(5) INSTITUTIONAL FRAMEWORK - WHAT INSTITUTIONS ARE RESPONSIBLE FOR REGULATING DRUG PRODUCTION AND USAGE? HOW GOOD IS THE ORGANIZATION, HOW WELL MANAGED AND FINANCED?

HOW MUCH POWER DOES IT HAVE AND FROM WHERE DOES ITS POWER EMANATE? HOW WELL QUALIFIED ARE THE PEOPLE, HOW DEDICATED AND HOW CORRUPT?

(6) ATTITUDINAL -- THE PRESIDENT'S RECENT MESSAGE TO THE CONGRESS, THE WHITE PAPER, AND OTHER KEY DOCUMENTS ALL STRESS THAT ACTIVE CONCERN AND SUPPORT OF COOPERATING GOVERNMENTS IS ESSENTIAL TO THE ACHIEVEMENT OF OUR NARCOTICS OBJECTIVES. INDEED IN THOSE COUNTRIES IN WHICH WE ARE MAKING SIGNIFICANT PROGRESS (MEXICO, TURKEY, BURMA), THE HOST GOVERNMENTS ARE TAKING THE LEAD BECAUSE THEY PERCEIVE IN THEIR SELF-INTEREST TO ACT AGAINST THOSE WHO ARE PROVIDING THE DRUGS FOR THE WORLD MARKET. TO WHAT LIMITED OFFICIAL USE
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EXTENT DOES THIS PERCEIVED SELF-INTEREST EXIST IN YOUR COUNTRY? IT IS RECOGNIZED THAT THIS IS PERHAPS THE MOST DIFFICULT PART OF THE ANALYSIS. HOWEVER, IT IS ALSO VERY IMPORTANT TO US NOT TO BE MISLED ABOUT THE DEGREE AND KINDS OF SUPPORT WE CAN ANTICIPATE. STATEMENTS BY HIGH GOVERNMENT LEADERS, PEOPLE IN THE PRIVATE SECTOR, ETC., ARE USEFUL, BUT SPECIFIC EXAMPLES OF COMMITMENT AND ACTION ARE MORE CONVINCING. HOW MUCH ARE THEY PUTTING INTO THE EFFORT IN TERMS OF MANPOWER, FINANCIAL AND MATERIAL RESOURCES? HOW TOUGH ARE THEY ON THEIR TRAFFICKERS? THE FOCUS SHOULD BE UPON THE REASONS FOR ACTION OR INACTION AND THE IDENTIFICATION OF WAYS AND POINTS AT WHICH WE CAN MOVE TO CREATE OR STRENGTHEN THE WILL TO ACT. THE MISSION IS ALSO ASKED TO COMMENT ON HOW THE HOST COUNTRY SEES ITS INTERNATIONAL "IMAGE" IN RESPECT TO DRUGS AND WHETHER OR NOT IT IS SUSCEPTIBLE TO BILATERAL PRESSURES FROM OTHER TARGET COUNTRIES.

(7) WHAT INTERNATIONAL ORGANIZATIONS ARE INVOLVED IN COUNTRY PLANNING OR PROGRAMS? ARE THE UN, UNDP, WHO, UNESCO, UNSDRI OR OTHER ORGANIZATION INVOLVED? WHAT ARE MAJOR PLANS AND PROSPECTS AND WHAT AREAS WILL NOT BE COVERED BY PRESENT OR PLANNED INTERNATIONAL ORGANIZATIONAL EFFORTS THAT MISSION THINKS SHOULD BE COVERED? WOULD THESE AREAS BE MORE SUITABLE FOR DIRECT U.S. BILATERAL COLLABORATION OR SHOULD THE INTERNATIONAL ORGANIZATIONS BE APPROACHED TO CARRY OUT A PROJECT?

(8) PROGRESS TO DATE: AN OVERVIEW OF PROGRESS MADE ON NARCOTICS CONTROL DURING THE PAST YEAR. ACTIVITIES OF THE GOVERNMENT ON PRODUCTION, ENFORCEMENT, INTELLIGENCE, REHABILITATION, PREVENTION AND EDUCATION, ASSESSMENT AND PLANNING, ORGANIZATION, LEGISLATION, INTERNATIONAL OBLIGATIONS, COOPERATION WITH DEA AND OTHER BILATERAL, AND INTERNATIONAL ENFORCEMENT AGENCIES. PLEASE COMMENT ON CHANGING PRIVATE ATTITUDES, PRESS

COVERAGE, AND OTHER INDICATORS OF THE LEVEL OF CONCERN RE
NARCOTICS.

THIS SECTION IS NOT MEANT TO DUPLICATE DATA CONTAINED
IN INDIVIDUAL PROJECT DESCRIPTIONS OR TO CONCENTRATE
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SOLELY ON USG SUPPORTED NARCOTICS EFFORTS, BUT RATHER TO
GIVE A FEELING OF TRENDS OF PROGRESS, STAGNATION OR
RETROGRESSION.

C. STRATEGY - THIS SECTION OF THE ANALYSIS IS
DESIGNED TO:

-- DISCUSS THE STATED U.S. NARCOTICS INTEREST IN
JUXTA POSITION TO THE ANALYSIS OF THE COUNTRY'S
NARCOTICS ENVIRONMENT;
-- DISCUSS IF AND WHEN THE U.S. INTEREST CAN BE
FULLY ATTAINED;
-- RECOMMEND A NARCOTICS STRATEGY FOR ALL USG BI-
LATERAL NARCOTICS PROGRAMS FOR THE NEXT FOUR YEARS AND
JUSTIFY IT IN TERMS OF HOW IT WILL ACCOMPLISH OR
PARTIALLY ACCOMPLISH THE U.S. INTEREST.

D. PROGRAM DESCRIPTION - ESTABLISH PROGRAM OBJECTIVES,
RELATE THEM TO THE STRATEGY AND IDENTIFY WHAT
EACH USG AGENCY AT POST WILL DO TO ACCOMPLISH THOSE
OBJECTIVES -- NOT HOW MUCH MONEY BUT RATHER WHAT KINDS
OF INPUTS WILL THEY BE EXPECTED TO MAKE. WHAT WE ARE
LOOKING FOR HERE IS PROOF OF CAUSATIVE LINKAGES FROM
SPECIFIC TO GENERAL; FROM INPUTS INTO DISCRETE ACTIVITIES/
INSTITUTIONS, TO ATTAINMENT OF PROGRAM OBJECTIVES, AND
ULTIMATELY TO THE SECURING OF THE OVERALL U.S. INTERESTS.

AT EACH STEP IN THIS ANALYSIS, IT WILL BE NECESSARY
TO MAKE ASSUMPTIONS RE PERFORMANCE AND CONSTRAINTS. WE
ASK THAT THESE BE EXPLICIT AND CONCISE SO THAT WE ARE
ALL AWARE OF THE RISKS INVOLVED. THE MISSION IS RE-
QUESTED TO DEVELOP TIME-PHASED INDICATORS OF PROGRESS FOR
ALL MAJOR ACTIVITIES. IN THIS CONNECTION, SPECIAL CARE
MUST BE TAKEN TO AVOID CONFUSING INPUTS -- NUMBERS OF
AGENTS TRAINED, NARCOTICS UNITS ESTABLISHED, PROCEDURES
REVISED, SORTIES FLOWN, ETC. WITH OBJECTIVES ACCOMPLISHED
-- ACRES OF OPIUM POPPIES DESTROYED, LAWS PROMULGATED,
NARCOTICS FUNDS EXPENDED, NARCOTICS SEIZED/DESTROYED,
VIOLATORS IMPRISONED, ETC.

E. USG INPUTS - THE MISSION IS ASKED TO DESCRIBE THE
SUBSTANTIVE ROLE EACH USG AGENCY AT POST WILL PLAY IN
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SUPPORT OF THE OVERALL NARCOTICS EFFORT AND IN ATTAINMENT OF SPECIFIC PROJECT OBJECTIVES. SUCH DISCUSSIONS SHOULD BE IN SUFFICIENT DETAIL AS TO SERVE AS THE BASIS FOR SUBSEQUENT ANALYTIC REPORTING AND EVALUATION ON PROGRAM PROGRESS. THIS DOES NOT MEAN THAT EXISTING REPORTING REQUIREMENTS AND CHANNELS WILL BE REPLACED ALTHOUGH THEY MAY BE MODIFIED OR SUPPLEMENTED AS A RESULT OF THE NCAP REVIEW. THIS INFORMATION WILL FACILITATE INTERAGENCY REVIEW OF LEVELS OF EFFORT IN INDIVIDUAL COUNTRY PROGRAMS AND BETWEEN COUNTRY PROGRAMS. PROVISION OF SUCH DATA IS NOT INTENDED TO IMPEDE INDIVIDUAL AGENCY BUDGET SUBMISSIONS OR COMPROMISE EXISTING CLASSIFIED BUDGETS OR OPERATIONS. TABLES WILL BE INCLUDED IN THE BUDGET ANNEX GIVING APPROXIMATE RESOURCE INPUTS BY AGENCY/MAN MONTH AND FUNDS.

F. HOST GOVERNMENT NARCOTICS CONTRIBUTIONS - THE LEVEL AND TYPE OF HOST GOVERNMENT INPUTS TO THE NARCOTICS CONTROL, PREVENTION AND TREATMENT EFFORT IS CLEAR EVIDENCE OF THE SERIOUSNESS IT ASCRIBES TO ITS NARCOTICS PROBLEM. THE PROJECT DESCRIPTIONS CONTAINED IN THE BUDGET ANNEX WILL CONTAIN DETAILED INFORMATION ON THE HOST GOVERNMENT CONTRIBUTION TO INDIVIDUAL PROJECTS. THIS SECTION IS INTENDED TO PUT THOSE INPUTS INTO A BROADER PERSPECTIVE, ANALYSE TRENDS IN HOST GOVERNMENT SUPPORT AND RECOMMEND WHAT, IF ANYTHING, THE U.S. NEEDS OR SHOULD DO TO URGE THE HOST GOVERNMENT TO EXPAND ITS EFFORTS.

THE LEVEL OF HOST GOVERNMENT CONTRIBUTIONS TO UNFDC PER SE AND CO-INTERPART FINANCING FOR UNFDC PROJECTS IN-COUNTRY IS A SUBJECT OF CONTINUED CONCERN TO THE DEPARTMENT AND OF SO COURSE TO THE CONGRESS. MISSION IS ASKED TO REPORT ON THE STATUS OF CONTRIBUTIONS AND THE LIKELIHOOD OF INCREASES IN FUTURE.

G. RECOMMENDED WASHINGTON ACTIONS - THE MISSION MAY, IN THE COURSE OF ITS ANALYSIS, IDENTIFY SUBJECTS WHICH REQUIRE FURTHER STUDY BEYOND THE TIME FRAME OF THIS SUBMISSION. THESE SUBJECTS SHOULD BE CLEARLY IDENTIFIED FOR DISCUSSION AND DESIGNATION OF ACTION OFFICES DURING THE WASHINGTON REVIEW. SIMILARLY, THERE MAY BE SPECIFIC LIMITED OFFICIAL USE
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WASHINGTON ACTIONS, OTHER THAN GENERAL ADMINISTRATIVE SUPPORT, AND MULTILATERAL DIPLOMATIC EXHORTATIONS WHICH THE MISSION BELIEVES ARE REQUIRED FOR OVERALL PROGRAM SUCCESS. THESE TOO SHOULD BE SPECIFICALLY IDENTIFIED FOR THE WASHINGTON AGENCY REVIEW. IN SHORT, MISSIONS NEED NOT BE TIMID IN SEEKING HELP, CLARIFICATION, OR ACTION FROM

WASHINGTON AGENCIES BUT SUCH REQUESTS SHOULD BE PRECISE

AND IMMEDIATELY PERTINENT TO PROGRAM OBJECTIVES.

4. FORMAT AND TRANSMISSION - MISSION IS REQUESTED
SUBMIT NCAP ON ORIGINAL BOND PAPER AND THREE CARBONS,
TRANSMITTED BY AN EMBASSY AIRGRAM WIT' CLEARANCES SHOWN
FOR ALL PERTINENT AGENCIES AT POST. DISSENTING OPINIONS
SHOULD BE IDENTIFIED IN THE BODY OF THE NCAP AND PAPERS
CONTAINING THE VIEWS OF DISSENTING OFFICERS AND OFFICES
MAY BE SUBMITTED AS ATTACHMENTS.

DUE DATE FOR ALL MATERIAL IS JULY 30. GIVEN OUR TIGHT
SCHEDULE, MISSION REQUESTED TO CABLE S/NM THE DATE AND
POUCH NUMBER OF THE NCAP SUBMISSION. KISSINGER

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